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As the result of field observation and a review of school data, this report presents the findings of a study of minority-group education and intergroup relations in the Vallejo Unified School District in California. It analyzes the racial and ethnic distribution o f students in the school district and describes the amount of equal educational opportunity and the status o f intergroup relations in the schools. In the light of these findings recommendations are made for immediate and long-range change. (See also UD 006730, UD 006731, and UD 006732). (EF)

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AND INTERGROUP RELATIONS

An advisory report

to the Board of Education,

Vallejo Unified School District

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I. INTRODUCTION

In September, 1967, continuing an advisory relationship with the Governing Board and Superintendent of the Vallejo school district that had begun the year before, the Bureau of Intergroup Relations of the State Department of Education was asked by Superintendent John W. Nicoll to study racial and ethnic aspects of education in the Vallejo public schools and to advise the district regarding improvement of the distribution of pupils and of intergroup relations generally.

This report is the result of field observation, interviews, surveys and review of data by Frederic R. Gunsky, Ralph J. Kiff and Eugene Mornell, consultants in intergroup relations, under the direction of Ted Neff, Chief, Bureau of Intergroup Relations.

The Bureau team received valuable assistance through the assembling of information and the frank expression of opinion by Dr. Nicoll and many members of his staff. Special thanks are due to Edmund G. Cook, Administrative Assistant to the Superintendent, who supervised the preparation of much of the data.

The problems and opportunities with which the report is concerned have been discussed in Vallejo for several years. The district's Governing Board, the Vallejo Education Association, Vallejo Federation of Teachers, Vallejo branch of the National Association for the Advancement of Colored People, and various community groups have considered solutions to racial and ethnic imbalance among schools as well as intergroup tension and disparity between many Negro students and other students in educational achievement. The views of teachers, administrators, students, parents and other citizens with diverse affiliations and responsibilities have been sought by the team. Based on their judgment, the findings summarized here and the suggestions for next steps are presented as objectively as possible.

The focus is on problems requiring solution, rather than on the broad educational offerings of the district, which include many excellent programs of long standing, taught and administered by well qualified educators. Those aspects of public school education in Vallejo which have special impact on members of minority groups, or on relationships between groups, are the subject of this study.

Education cannot be expected to solve all social problems. A school is primarily an institution where children learn, and should remain such. However, each school district must accept its share of leadership in working to overcome the problems of its community, alleviating those which originate or are intensified in the schools, and confronting directly those which impair a child's ability to take advantage of educational opportunities.

The remaining sections of the report are as follows:

II. Racial and ethnic distribution of pupils

III. Equal opportunity and intergroup relations

IV. Proposed next steps

V. Appendix

II. RACIAL AND ETHNIC DISTRIBUTION OF PUPILS

A. Profile of the district. Vallejo is the northernmost city on San Francisco Bay and the principal city of Solano County, with a 1967 population of 68,880 in the incorporated area. It is situated just north of Carquinez Strait on Interstate Highway 80, twenty miles from Oakland and thirty miles from San Francisco. Assignments or employment at the San Francisco Bay Naval Shipyard, Mare Island, and at Travis Air Force Base, Fairfield, bring many families to the area and are a major factor in the economy. In 1967, 11,800 civilians were employed by the shipyard.

The Vallejo Unified School District, extending beyond the city boundaries, and adjoining Napa Valley Unified School District across the county line to the north, operates 18 elementary schools (K-6), four junior high schools (7-9), two senior high schools (10-12), an adult school, a continuation high school, and a preschool program. Enrollment in fall, 1967, excluding adult and preschool pupils, was 16,285. The district has been unified since 1936.

Assessed valuation of property in the district (1967-68) is $96,648,595. This amounts to $8,105.38 per pupil at the elementary level and $21,895.92 per pupil at the secondary level. The expenditure per average daily attendance, kindergarten through grade 12, in 1966-67 was $605.

For the present school year (1967-68), the district has budgeted general fund expenditures of $11,175,270. In addition, a total of $406,296, the district's entitlement under the Elementary and Secondary Education Act, Title I, is being spent this year on compensatory programs for disadvantaged pupils, and $327,620 has been provided for other Federal and special projects.

Vallejo at present has no entitlement in the State building aid program. It has no unsold bonds. Unused bonding capacity, as of July 1, 1967, was $5,037,113. A bond proposal in February, 1967, failed to pass, receiving a "yes" vote of 56.59 percent.

Parts or all of nine schools are believed to fall below earthquake safety standards of the Field Act. They are awaiting inspection by the State Office of Architecture and Construction. The nine are: Vallejo Senior High; Vallejo Junior High, Curry Elementary, Federal Terrace Elementary, Flosden Elementary, Grant Elementary, Lincoln Elementary, McKinley Elementary and Sierra Vista Elementary.

Also under Field Act study are the facilities of Solano Junior College, the former Vallejo Junior College, which was operated by the unified district until July 1, 1966, and which still occupies a district-owned site in Vallejo. Bonds have been approved for construction of a new college campus several miles to the north.

When the college is relocated the unified district will have available a series of contiguous sites totaling 90 acres. Existing schools on this 90-acre "campus" are Solano Junior High, Loma Vista Elementary and Sierra Vista Elementary. The district owns two other sites which have not been built on, 12.43 acres west of Highway 80 near the Carquinez Bridge and 17.85 acres east of Highway 80 on Hargus Avenue.

A projection of enrollment in Vallejo indicates that by 1971-72 there will have been a 6 percent growth at the secondary level and a 10 percent growth at the elementary level. At that time there would be about 10,600 elementary pupils and 7,000 secondary pupils. If certain real estate problems are solved in the northeast quadrant of the district, it is expected that there will be increased housing construction in that area. Planners estimate that such construction would double the previous growth projection in the next ten years.

In 1966-67 the total cost for bus transportation was $117,047, of which the State reimbursed the district $19,889. Pupils transported daily one way numbered 1,343, of whom 201 were handicapped.

B. Racial and ethnic surveys. Surveys conducted in the Vallejo schools during this and two previous years indicate fairly consistent patterns of total minority representation at different grade levels. The latest survey, as of November 1, 1967, shows these percentages:

	Total minority	Negro	Other minorities
Elementary	32.6	23.2	9.4
Junior high	34.7	25.1	9.6
Senior high	31.3	21.1	10.2

About 5 percent of Vallejo pupils are from Spanish-surname families. Less than 2 percent are Chinese, Japanese or Korean. About 3 percent are "other nonwhite," most of them Filipino.

Wide differences in racial and ethnic composition were reported by the schools. Minority pupil percentages at the elementary schools ranged from 3.5 (Cave), 5.0 (Cooper) and 8.0 (Pennycook) to 72.5 (Sierra Vista), 73.9 (Grant) and 83.5 (Flosden). Springstowne Junior High reported 15.7 percent of its pupils as minority, and Solano Junior High 50.0 percent. Hogan

Senior High reported 15.3 percent as minority, and Vallejo Senior High 41.1 percent. The minority percentage at the continuation school was 63.4.

The Bureau of Intergroup Relations, in analyzing the results of such surveys, has used the guideline of a 15-point deviation from the mean percentage of the district's racial and ethnic composition, beyond which a school is considered to be imbalanced. Applying that scale to total minority percentages at the Vallejo elementary schools in November, 1967, Flosden, Grant, Lincoln, Loma Vista and Sierra Vista were imbalanced because of a high concentration of minority pupils, while Cave, Cooper and Pennycook were imbalanced because of a low concentration. Springstowne and Solano were imbalanced junior high schools, one low and one high in minority concentration. Hogan Senior High was imbalanced on the majority side, and the continuation school had a minority imbalance when compared with the district composition at the high school level.

If the scale is applied to Negro percentages only, the list of imbalanced schools is somewhat different, and longer. Farragut, Flosden, Grant, Loma Vista and Sierra Vista have high concentrations of Negro pupils, while Beverly Hills, Cave, Cooper, Davidson, Mare Island, Mini and Pennycook have low Negro concentrations, or none. The same two junior highs, Springstowne and Solano, are imbalanced. Neither senior high school is outside the 30-point range of balance, but the continuation school has a Negro majority.

It is interesting to observe that the five elementary schools and the junior high school imbalanced by high Negro enrollment are included in Vallejo's target list, determined by criteria of economic and educational disadvantages for ESEA Title I programs of compensatory education. Of the other schools on the target list, Lincoln Elementary is imbalanced

with respect to total minority enrollment (34.4 percent Negro, 10.1 percent Spanish surname, 9.1 percent other minorities), and two other elementary schools, as well as Franklin Junior High and Vallejo Senior High, are above the district average in minority concentration. The only exception is Beverly Hills Elementary, with a growing minority population (16.8 percent Negro, 9.0 percent Spanish surname, 4.1 percent other minorities).

Tables 1 and 2 present numbers and percentages of pupils for all Vallejo schools, as reported in the 1967 racial and ethnic survey.

Table 3 compares the results of similar surveys in 1965, 1966 and 1967. There appear to have been significant increases in Negro enrollment (besides that at Beverly Hills) at Curry, Farragut, Federal Terrace, Grant and Lincoln elementary schools, and at Franklin and Vallejo junior high schools. During the same period the Negro representation decreased at Flosden, Highland and Mini elementary schools and at Solano Junior High.

C. Rationale for action. In Vallejo, as in other districts studied by Bureau of Intergroup Relations teams, it is our view that racial and ethnic imbalance, involving the concentration of minority-group pupils in some schools and their absence or relatively small numbers in other schools, not only deepens feelings of isolation, difference and often inferiority, but also increases the difficulty of teaching academic and social skills and of motivating children to higher achievement.

The California State Board of Education has stated its position on this issue very clearly. Guidelines for compensatory education programs declare that "segregation is one of the fundamental factors contributing to the educational deprivation of disadvantaged children." Since 1962 the State Board's policy has been that the challenge of segregation to equality of educational opportunity "must be met with the full thrust

TABLE 1

RACIAL AND ETHNIC DISTRIBUTION OF ELEMENTARY SCHOOL ENROLLMENT
VALLEJO UNIFIED SCHOOL DISTRICT
November 1, 1967

SCHOOL	Spanish Surname		Other White		Negro		Chinese Japanese Korean		American Indian		Other Nonwhite		TOTAL
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	
Beverly Hills	54	9.0	421	70.0	101	16.8	5	.8		-	20	3.3	601
Cave	13	2.5	500	96.5		-		-		-	5	1.0	518
Cooper	4	.6	596	95.0		-	20	3.2	6	1.0	1	.2	627
Curry	20	4.3	295	64.1	112	24.3	2	.4		-	31	6.7	460
Davidson	33	6.8	327	67.6	77	15.9	10	2.0	3	.6	34	7.0	484
Farragut	8	2.3	189	54.3	139	40.0	4	1.1		-	8	2.3	348
Federal Terrace	23	3.0	523	68.7	166	21.8	9	1.2	6	.8	34	4.5	761
Flosden	6	2.6	38	16.5	182	79.1	3	1.3		-	1	.4	230
Grant	14	3.0	121	26.1	258	55.7	8	1.7	1	.2	61	13.2	463
Highland	14	2.1	513	77.7	126	19.1	5	.8		-	2	.3	660
Lincoln	33	10.1	151	46.3	112	34.4	7	2.1	2	.6	21	6.4	326
Loma Vista	38	6.4	241	40.8	286	48.5	12	2.0		-	13	2.2	590
Mare Island	12	2.3	436	85.5	37	7.2	15	2.9	3	.6	7	1.4	510
McKinley	16	4.1	258	66.5	101	26.0	4	1.0	1	.3	8	2.1	388
Mini	31	5.8	455	85.2	34	6.4	1	.2	1	.2	12	2.2	534
Pennycook	45	5.8	719	92.0	4	.5	11	1.4	1	.1	2	.3	782
Sierra Vista	24	4.2	158	27.5	354	61.7	7	1.2	2	.3	29	5.1	574
Steffan Manor	49	6.1	572	71.7	149	18.7	13	1.6		-	15	1.9	798
TOTAL	437	4.5	6,513	67.4	2,238	23.2	136	1.4	26	.3	304	3.2	9,654
Preschool	10	4.2	70	29.2	143	59.5		-		-	17	7.1	240

TABLE 2

RACIAL AND ETHNIC DISTRIBUTION OF SECONDARY SCHOOL ENROLLMENT
VALLEJO UNIFIED SCHOOL DISTRICT
November 1, 1967

SCHOOL	Spanish Surname		Other White		Negro		Chinese Japanese Korean		American Indian		Other Nonwhite		TOTAL
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	
Junior Highs													
Franklin	73	8.3	471	53.4	241	27.4	28	3.2		-	68	7.7	881
Solano	32	3.5	455	50.0	403	44.2	13	1.4	1	.1	8	.8	912
Springstowne	52	5.4	804	84.3	87	9.1	10	1.0		-	1	.1	954
Vallejo	44	5.1	624	72.9	170	19.9	10	1.1		-	8	.9	856
Subtotal	201	5.6	2,354	65.3	901	25.1	61	1.7	1	-	85	2.3	3,603
Senior Highs													
Hogan	57	4.4	1,093	84.7	89	6.9	11	.9		-	40	3.1	1,290
Vallejo	105	6.1	1,021	58.9	510	28.9	22	1.3	1	.1	79	4.6	1,738
Vallejo Continuation	4	3.8	38	36.5	62	59.6		-		-		-	104
Subtotal	166	5.3	2,152	68.7	661	21.1	33	1.1	1	-	119	3.8	3,132
Vallejo Adult	65	4.4	1,063	72.2	267	18.1	37	2.5	10	.7	31	2.1	1,473

TABLE 3

DISTRIBUTION OF NEGRO ENROLLMENT
VALLEJO PUBLIC SCHOOLS
1965, 1966, and 1967, COMPARED BY PERCENTAGE

SCHOOL	1965 Percentage	1966 Percentage	1967 Percentage
Preschool	-	-	60
Elementary			
Beverly Hills	6	11	17
Cave	-	-	-
Cooper	3	2	-
Curry	18	23	24
Davidson	14	13	16
Farragut	35	38	40
Federal Terrace	15	15	22
Flosden	94	91	79
Grant	50	48	56
Highland	24	20	19
Lincoln	26	27	34
Mare Island	6	5	7
McKinley	26	25	26
Mini	12	8	6
Olympic	66	58	Loma Vista) 48 Sierra Vista) 62
Pennycook	.5	.5	.5
Steffan Manor	20	22	19
Secondary			
Adult	-	16	18
Continuation	-	-	60
Franklin Jr. High	19	23	27
Solano Jr. High	53	45	44
Springstowne Jr. High	8	8	9
Vallejo Jr. High	15	18	20
Hogan Sr. High	5	7	7
Vallejo Sr. High	28	30	29

of our legal authority and moral leadership...the policy of elimination of existing segregation and curbing any tendency toward its growth must be given serious and thoughtful consideration by all persons involved at all levels."

Several court rulings may be cited in support of this approach. In 1947 the U.S. Circuit Court of Appeals affirmed a lower court decision (Mendez v. Westminster School District) that the segregation of children of Mexican descent in separate schools was not authorized by California statutes and violated the Fourteenth Amendment to the U.S. Constitution. In addition to the 1954 decision of the U.S. Supreme Court (Brown v. Board of Education of Topeka) and that in 1963 of the California Supreme Court (Jackson v. Pasadena City School District), the courts in this and other states have indicated with increasing consistency that school districts have the authority, and in some cases the obligation, to avoid and eliminate the segregation of pupils on account of race, color or ethnic origin.

Sections 2010, 2011 and 2001 (c) of the California Administrative Code, Title 5, require the consideration of ethnic factors in establishing school attendance centers, the assignment of pupils thereto, and approval of school sites. The racial and ethnic surveys of public schools conducted by the California School Boards Association in 1963 (published by the Vallejo Board for statewide distribution), and by the State Department of Education in 1966 and 1967, attest the concern of responsible educational agencies and provide evidence of the dimensions of the problem.

Significant steps have been taken by California districts to reduce racial and ethnic imbalance in their schools. In this part of the state,

for example, the programs in the cities of Sacramento, Berkeley, San Mateo and Sausalito are of particular interest.

Despite fiscal, administrative and other obstacles to early solution of the problems of de facto segregation, it seems obvious that the ethnic distribution of pupils, so closely correlated to patterns of poverty or social and economic class distribution, is a necessary concern if the schools are to avoid failure in educating successive generations of children. Those in the ethnic majority group, as well as the minorities, suffer a deprivation in opportunities for social awareness and understanding when they grow up without significant cross-cultural contacts.

Until action is taken to improve ethnic balance, there will be "majority" schools and "minority" schools, advantaged schools and disadvantaged schools. Equality of educational opportunity, human resource development, cultural enrichment and civic harmony, now and in the future, all demand that school districts accept a role of leadership toward integration.

D. Some considerations in Vallejo. The Vallejo Education Association, in a report presented to the district's Governing Board in August, 1967, recommended official recognition that racial and ethnic imbalance does exist in the high schools of Vallejo, and that such imbalance is a negative factor resulting in inferior education of all students. The Board was urged to reexamine attendance boundaries between the high schools and in the future to take steps in keeping with the intent of State administrative regulations on avoiding imbalance.

In fall, 1965, the Vallejo branch of the National Association for the Advancement of Colored People had asked the Board to consider

revision of pupil assignments to eliminate de facto segregation at certain elementary schools, including Flosden, Grant, Mini and what was then Olympic (now Loma Vista and Sierra Vista). It was in connection with that discussion that the Bureau of Intergroup Relations was first consulted, in March, 1966. The only action taken, however, was to revise the district policy on school attendance areas (see Appendix C). Language of the revised policy is similar to that of the California Administrative Code, Title 5, Sections 2010 and 2011, but there is a proviso that "The Board does not intend to transport students from one school attendance zone in order to make room for students to be transported to the school of that attendance zone."

There is some degree of consensus among Vallejo educators and other concerned citizens, both in the majority and minority groups, that it is desirable to improve the racial and ethnic distribution of pupils in the public schools. Disagreement centers on the feasibility of various methods, on priorities and on the timetable for proposed changes. Among the major questions are these:

1. Which of the schools judged inadequate by Field Act safety standards must be completely replaced, and which can be brought into compliance by structural improvements? Should new facilities be placed on old sites or in new locations?
2. When will the passage of a bond issue provide the necessary funds for construction, and how long will it take to complete the early phases of a building program?

3. What is the grade pattern best suited to the needs of a quality education program for Vallejo, to the most efficient utilization of facilities, and to a balanced racial and ethnic distribution of pupils among all the schools?

The Bureau of Intergroup Relations team has discussed these questions and others with many people in Vallejo. In this report to the Governing Board, whose policy decisions will affect planning and administration for the foreseeable future, it is assumed that Field Act issues can be settled and broad fiscal directions can be set within a year, and that some of the new and remodeled facilities may be available for school use beginning in 1969 and 1970. By 1971-72, it is hoped, a major part of the required building program will be completed. Even before building commences, however, certain improvements in racial and ethnic distribution are possible.

E. Suggestions for immediate action.

1. Flosden Elementary School. Without exception, those interviewed by the team agreed that this facility is inadequate and that its relatively small number of pupils should be transferred to other schools without delay. As it appears that the area will no longer be residential, there is no future need for a school at that location. A new "Hilltop" elementary school, designed to accommodate many of the Flosden pupils, relieve crowding at Cooper, and provide space for newcomers in the Hilltop area, seems feasible and would create an integrated student body.

2. Elementary school attendance changes. Changes in attendance area boundaries, and the provision of transportation to move children from crowded schools to those with available space, should be studied for their possible contribution to racial and ethnic balance. For example, Pennycook Elementary faces the possibility of double sessions; extension of Mini Drive will make Mini Elementary more accessible; a slight change in boundaries would bring Negro children from across Springs Road to Cave Elementary. In considering attendance area changes, the goal should be to reduce the concentration of minority pupils at Grant, Lincoln, Loma Vista and Sierra Vista.

3. Secondary school attendance changes. Boundary adjustments between Solano and Springstowne junior high schools would reduce imbalance at both. To facilitate this, relocatable classrooms might be moved from Solano to Springstowne; transportation should be provided. Eighth- and ninth-graders should be permitted to remain at their present schools. At the senior high school level, a similar boundary readjustment between Vallejo and Hogan would improve racial and ethnic distribution. Eleventh- and twelfth-graders should be permitted to remain at their present schools.

4. Site acquisition. The district is considering one or more new elementary sites in the reservoir area east of Highway 80 and in the vicinity of much residential

construction. These sites should be large and accessible to transportation from areas of different racial and ethnic composition.

5. Controlled open enrollment. Although voluntary transfers are not likely to make significant changes in the racial and ethnic composition of schools, there should be opportunity for parent choice to transfer children from one school to another where space is available and the move will improve racial or ethnic distribution. If transportation is provided by the district, more families will find this choice a practical one. The success of the program will depend largely on the encouragement given to parents through positive dissemination of information and the cooperation of all administrators and counselors.

F. A long-range proposal. It appears to the Bureau of Intergroup Relations team that Vallejo will soon enjoy an unprecedented opportunity to reorganize its schools in such a way as to enhance educational quality while at the same time facilitating racial and ethnic balance. The conditions that create this opportunity are: (1) continuing population growth, and the consequent need to provide more classrooms; (2) the requirement, for compliance with Field Act standards, that a large number of school buildings be remodeled or replaced; and (3) the availability, in district ownership, of a 90-acre "campus" for an educational park.

When the Field Act study is completed and bond funds are made available, the Vallejo Unified School District will have it within its power to design and implement a comprehensive master plan for integrated

quality education from preschool and kindergarten through grade 12. The new Solano Junior College, a few miles away, will complement such a plan.

Detailed design of plan or program is beyond the scope of this report and of the competence of its authors. Nevertheless, facing the problems of racial and ethnic imbalance, so difficult to resolve under present arrangements in the Vallejo schools, the team has attempted to delineate a rational system that incorporates existing sites and buildings with additional facilities that will serve Vallejo's educational needs for many decades.

What is proposed is a school plan for the entire Vallejo community, youth and adult, minority and majority, advantaged and disadvantaged. It is a setting for modern learning, recognizing the greater role of education in adult life. To the maximum extent, the components will be available for joint use by the schools and the community. The educational disadvantages of racial and ethnic separation are considered so severe that a high priority is placed on its prevention through site selection and the plan of school organization.

It may be useful to restate four guidelines applied in a similar study by the Harvard Graduate School of Education. Any plan of school organization, they say, should facilitate:

1. maximum individual development, particularly during periods of critical growth;
2. an adequate representation of the pluralism of the community;
3. the introduction of educational programs and teaching techniques designed to keep pace with the rapid expansion and specialization of knowledge; and

4. administrative leadership, communication within the organization, and the effective utilization of human and physical resources.

The Bureau of Intergroup Relations team believes that the following alternatives meet those criteria, and would considerably improve the racial and ethnic distribution of pupils throughout the Vallejo school system. Study of these models by the Governing Board, perhaps with the help of a committee of citizens, and the eventual refinement and adoption of one of them, would commit the district to a long-range plan of development. Any decisions as to the use of existing sites, acquisition of new sites, new construction, remodeling or expansion of facilities would find their justification in terms of the master plan.

PROPOSED SCHOOL ORGANIZATION AND FEEDER PATTERN

PLAN A

1. High school level. A new, four-year high school serving all students in the district, situated on the 90-acre campus at the north end of the district. The high school would utilize the present facilities of Solano Junior High School and any usable facilities of the present junior college. (A possible alternative: convert the present Vallejo Senior High School into a four-year school, remodeling structurally sound portions of the facilities and adding others.)

A projected enrollment (in 1971-72) of about 4,400 students could be divided into four "home units" or houses of 1,100 students. Each house would be part of a feeder pattern involving certain elementary and middle schools, and would be planned to serve a balanced student body representative of different racial, ethnic, socio-economic and achievement groups. Students would find identification with their

houses through athletic team competition, musical, dramatic and other activities, clubs, and the like. They would, however, be members of a single community high school at one location, with all the unifying benefits of such assignment.

The adult school would utilize the same buildings. In addition, this educational park would provide a site for various community facilities, to be shared with the school. Among the possibilities are an auditorium, little theater, exhibit hall, art center, branch library, science center, vocational shops and laboratories.

2. Middle school level. Four middle schools, either grades 6 through 8 or 5 through 8, at the following locations:

a. The present Hogan Senior High School

b. The present Springstowne Junior High School

c. The present Franklin Junior High School
(including the adjoining Curry Elementary site)

d. The site of the present Vallejo Junior High School
(or of the present Vallejo Senior High, if the new high school is not situated there)

As Hogan was originally designed to serve as a junior high school, and occupies a small site with inadequate outdoor space and other facilities for its present function, it is logical to make it one of the middle schools. If the new community high school were placed at the present Vallejo High School site, an alternative for one of the middle schools would be the present Solano Junior High.

Projected enrollment in 1971-72 in grades 6 through 8 is 3,900, and in grades 5 through 8 is 5,200. A determination would have to be made as to the capacity of the selected combination of middle schools. New

construction would be required at the present Vallejo Junior High School site, if that site is chosen, and presumably there would be remodeling and expansion of Franklin Junior High.

It should be possible to balance the racial and ethnic composition of the middle schools if the district is divided into northern and southern attendance areas, with some transportation of pupils east and west between the Hogan and Franklin residential areas in the south, and between the Springstowne and Vallejo Junior High residential areas in the north.

3. Elementary level. Four clusters of elementary schools, either kindergarten through grade 5 or kindergarten through grade 4. Each cluster of four or possibly five elementary schools would serve pupils in one quadrant of the district and would be grouped with one of the middle schools and one house of the all-district high school, providing a consistent feeder pattern from kindergarten through grade 12.

Racial and ethnic balance within each cluster of elementary schools, insofar as feasible, could be achieved through the use of transportation. Periodic review of the ethnic composition of the schools would enable the administration to make adjustments in order to maintain a balance.

It is possible that some elementary schools would continue to deviate significantly from the district's racial and ethnic pattern, because of costs or other factors preventing transfers and transportation. If so, pupil exchanges, joint programs and other activities involving two or more schools within a cluster would provide needed opportunities for intergroup experiences and intergroup education.

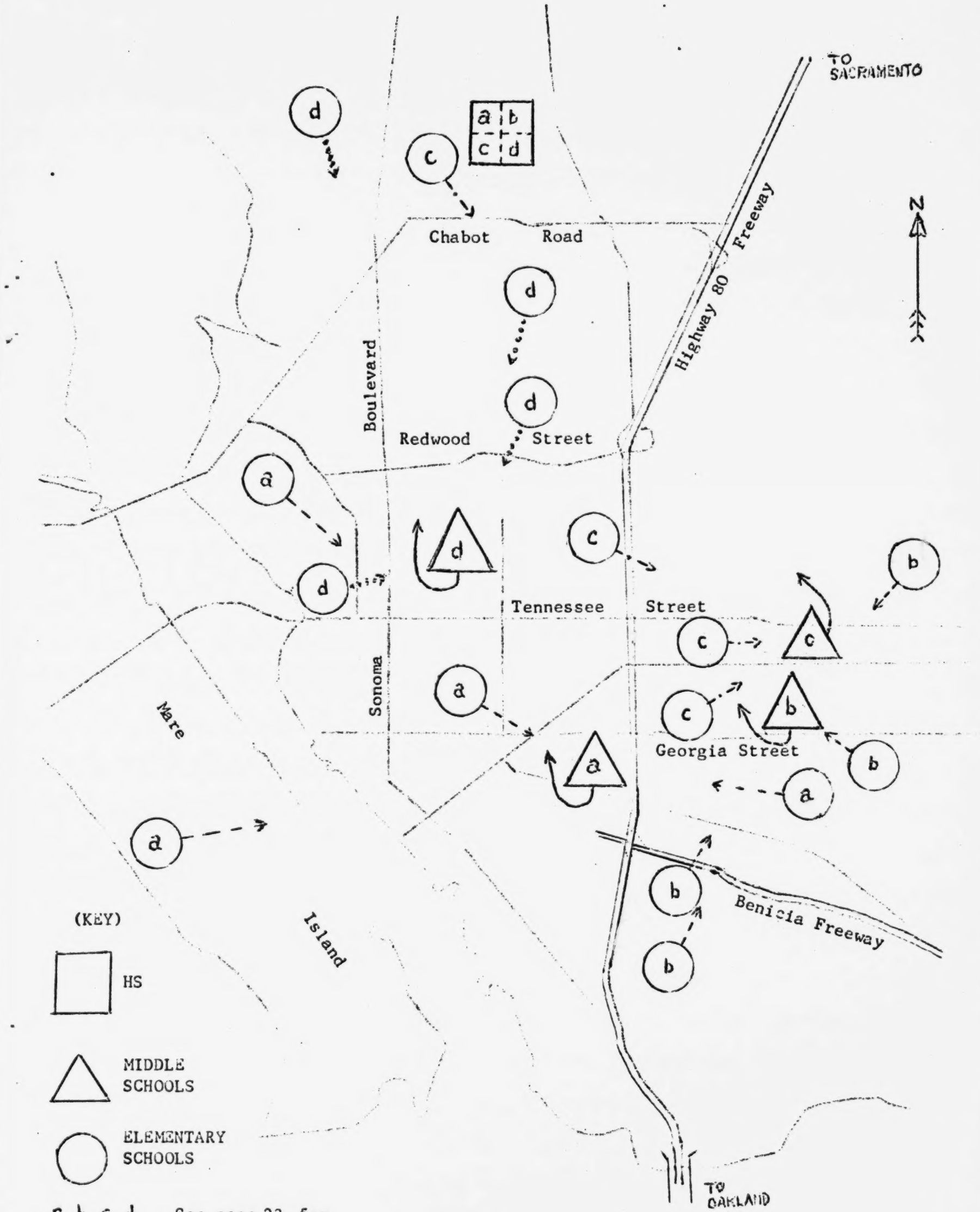
In the latter connection, it is suggested that serious attention be given to use of a portion of the 90-acre northern campus for construction of a social science resource center, available to classes from all

schools in each cluster on an integrated basis. With careful scheduling and supervision by integrated teams of teachers, and with meaningful participation by community and civic leaders, such a center might contribute to social insights, intergroup understanding and citizenship training.

Projected enrollment in 1971-72, kindergarten through grade 5, is 8,700. In kindergarten through grade 4, it is 7,400. Special education classes, now enrolling 244 pupils, and preschool classes, now enrolling 240, also must be housed. Any plan must provide space for compensatory education and other special programs, the continuation school, curriculum and resource centers, outdoor education, and administrative, transportation and supply services.

An important consideration is that the elementary schools under Field Act study are mainly in the southwest sector of the district. None are east of Highway 80. Schools on the east side are generally in middle-class, majority-group residential areas, while the west side is checkerboarded with areas of low income and has most of the minority families. It seems desirable to screen the Field Act sites for adequacy to present and projected needs, and to rebuild only on the larger ones. Although the southwest area should not be left without close access to some elementary schools, maximum use should be made of schools on the east side, transporting some children to them. The Hargus Avenue site could be utilized, and the reservoir area site or sites should have schools large enough to receive some children from across the highway.

Keeping the above considerations in mind, the following examples of elementary-school clusters and associated middle schools are offered as a tentative grouping for further study:



See page 23 for Feeder Pattern

VALLEJO
PLAN A

a. Middle school: Franklin. Elementary schools: Mare Island, Federal Terrace, McKinley, Grant or new Hargus Avenue school.

b. Middle school: Hogan. Elementary schools: Beverly Hills, Davidson, Pennycook, new reservoir area school.

c. Middle school: Springstowne. Elementary schools: Cave, Steffan Manor, Loma Vista (possibly relocated), Highland.

d. Middle school: At Vallejo Senior High site. Elementary schools: Mini, Cooper, Farragut, new Hilltop school.

PROPOSED SCHOOL ORGANIZATION AND FEEDER PATTERN

PLAN B

1. <u>High school level</u>. Two four-year high schools:

   a. the present Vallejo Senior High School, utilizing structurally sound portions of the existing facilities and adding others;

   b. a new facility situated on the 90-acre campus at the north end of the district.

The projected enrollment (in 1971-72) of about 4,400 students would be divided more or less equally between the two high schools. Each would be part of a feeder pattern involving two middle schools, and would be planned to serve a balanced student body representative of different racial, ethnic, socio-economic and achievement groups.

When future population growth justifies building a fifth middle school, its attendance area might be divided between the two high schools

in order to maintain a balance in size as well as racial and ethnic composition.

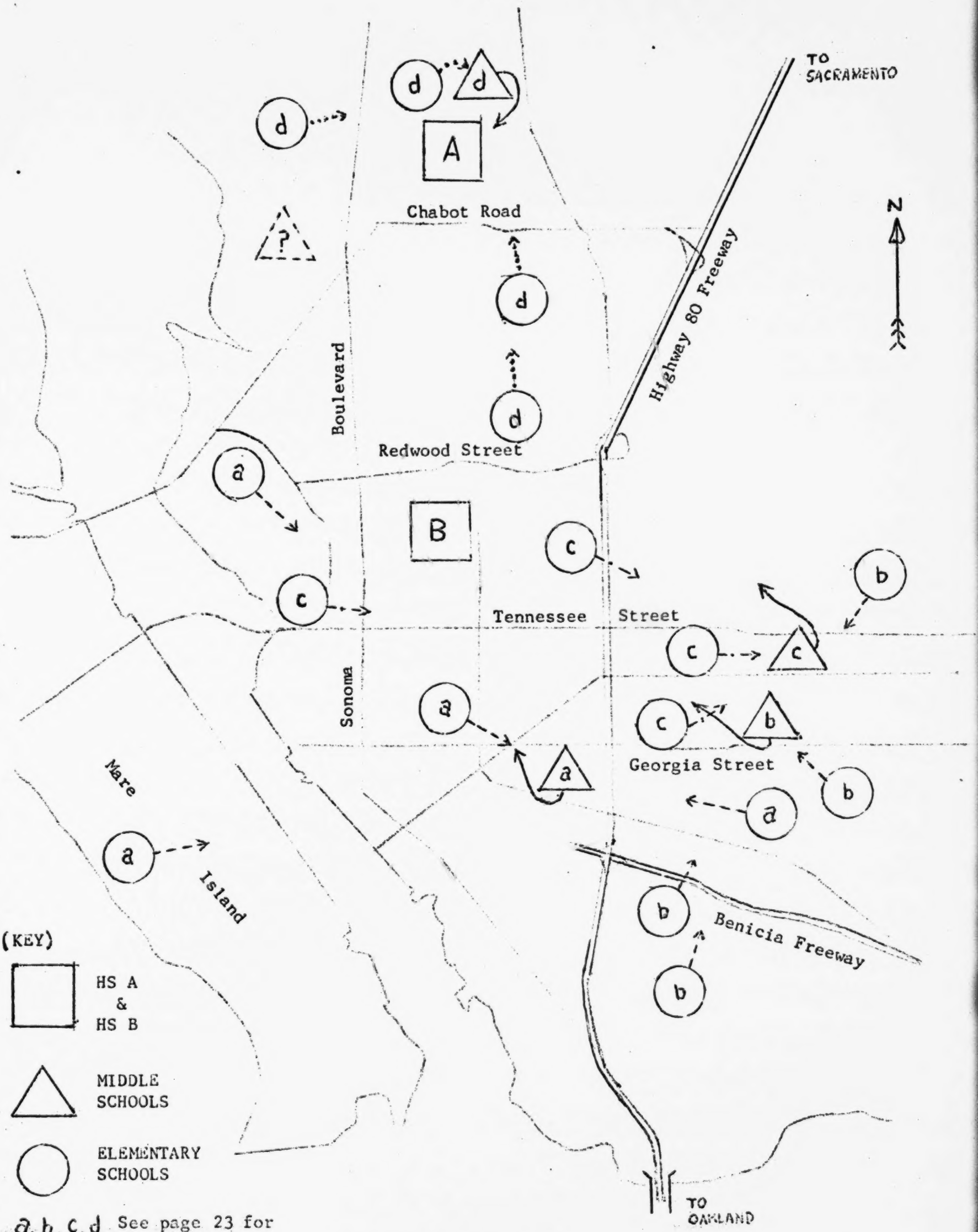
2. Middle school level. Four middle schools, either grades 6 through 8 or 5 through 8, as in Plan A. In addition to Franklin, Hogan and Springstowne, the present Solano Junior High would become a middle school. Solano would be part of a feeder pattern with a cluster of elementary schools that might include Mini, Cooper, Farragut and the new Hilltop school.

Achieving a racial and ethnic balance in the middle schools would depend on the extent to which transportation is feasible within a northern attendance area shared by Solano and Springstowne, and within a southern attendance area shared by Franklin and Hogan.

The site for a fifth middle school, to be built when needed to accommodate future population growth, should be in the northern part of the district where the growth is expected. A reorganization of the feeder pattern would be required, based on school capacities, distances from residential concentrations, and racial and ethnic factors among others.

3. Elementary school level. Four clusters of elementary schools, either kindergarten through grade 5 or kindergarten through grade 4. As in Plan A, each cluster of four or possibly five elementary schools would serve pupils in one quadrant of the district and would be grouped with one of the middle schools and one of the high schools, providing a consistent feeder pattern from kindergarten through grade 12.

With the possible addition in the future of a fifth middle school, the elementary schools would be reorganized into five clusters. Racial and ethnic factors, among others, would have to be considered in such a reorganization, keeping in mind the goal of integration in all schools.



VALLEJO
PLAN B

III. EQUAL OPPORTUNITY AND INTERGROUP RELATIONS

A. "Color-blind" or "color-conscious?" The Vallejo Unified School District, like many educationally advanced school districts in California, over the years has attempted to develop an educational program that is "color-blind." It has attempted to provide equal educational opportunity for all students, regardless of race, religion, or cultural background, and has attempted to treat problems that arise on an individual basis.

Now, however, the district has recognized, on the weight of legal, educational, and moral considerations, that ethnic imbalance precludes equal educational opportunity. The district, consequently is proceeding to consider plans for improving the racial and ethnic distribution of pupils. Physical desegregation, however, necessary as it is, cannot be sufficient. The placement of minority-group children side by side in the classroom with majority-group children does not, in itself, lead to social integration, improved self-image and academic achievement, and other components of equal educational opportunity. Desegregation must be accompanied by a variety of other programs, all of which require that the district now become "color-conscious" rather than "color-blind."

B. Indicators of unequal opportunity. If ethnic imbalance has resulted in unequal education, as studies from other areas indicate, what form has this problem taken in Vallejo? In what ways have Negro pupils, especially, failed to cope with the educational program in Vallejo, and in what ways has the program failed to meet their needs? The scarcity of adequate information in this regard is a matter of concern to the

Bureau of Intergroup Relations. More information is essential if the district is to accompany redistribution of pupils with other measures designed to overcome the educational handicaps of minority disadvantaged children. Neither these handicaps nor the scarcity of data is peculiar to Vallejo, of course, and the need to confront this issue directly should provoke neither defensiveness nor undue anxiety.

That there is a problem is clear from the available information. The percentage of Negro enrollment at the various grade levels is a clear indication:

Elementary	23.4
Junior High	23.3
High School	20.5
HS Graduates	18.1

(The above figures are taken from the October 1966 racial and ethnic survey except for the percentage of high school graduates, derived from the June 1967 graduation lists. The 1968 graduation lists, to go with the 1967 racial and ethnic survey, will not be available, of course, until June.)

To some extent the larger elementary and junior high school population might be due to a larger population of young Negro families and a higher birthrate, but information from school staff points to a more significant factor--a higher Negro dropout rate.

This problem is further indicated by the fact that some 60 percent of continuation high school students in 1967 were Negro. If figures on disciplinary problems--truancy, tardies, smoking, fighting, defiance of authority--were available by ethnic group, it is likely that a similar

pattern would emerge. (Of all juveniles arrested by the Vallejo Police Department in the period from November 1, 1966, to October 31, 1967, 37.9 percent were Negro.) Another area that has been well worth exploring in other districts, and undoubtedly would be of value in Vallejo, is that of ability grouping at the secondary level: In what proportion do minority group students appear in remedial, basic, and college-preparatory classes at the various grade levels?

C. Differences in achievement. An attempt to determine the relationship between racial background, socio-economic level, and school achievement, on the basis of available information, is reflected in Table 4. (The data from 1966 is used since information in all categories was available for that year.)

While the conclusions from Table 4 must be tentative, in the absence of more detailed information on income and achievement by ethnic group, several statements can be made. The available data seem to reflect the known fact that minority group identity and low-income status are generally related, in our society as a whole, and that low-income status, in turn, is related to poor school achievement. For example, the seven elementary schools highest in percentage of Negro enrollment (Flosden, Olympic, Grant, Farragut, Lincoln, McKinley, and Curry) were among the eight highest in percentage of welfare recipients, the eight lowest in reading achievement, and the nine lowest on verbal achievement tests. The five elementary schools lowest in percentage of Negro enrollment (Cave, Pennycook, Cooper, Mare Island, and Mini) were among the five lowest in percentage of welfare recipients, the eight highest in reading achievement and the seven highest on verbal achievement tests.

TABLE 4

RANKINGS OF VALLEJO ELEMENTARY SCHOOLS

	Negro Population High to Low (1966 Racial & Ethnic Survey)	AFDC Families High to Low (1966 Compensatory Education Plan)	Stanford Reading Achievement Low to High (6th Grade Results-Oct. 1966)	Verbal Intelligence Low to High (6th Grade Results-Oct. 1966)
Flosden	1 (90.5)[a]	1 (41.8)[b]	1 (16)[c]	1 (86)[d]
Olympic	2 (58.5)	6 (10.2)	2 (24)	3 (90)
Grant	3 (48.2)	8 (8.7)	5 (35)	4 (92)
Farragut	4 (37.8)	3 (18.1)	6 (37)	8* (94)
Lincoln	5 (27.3)	2 (22.3)	7* (38)	5* (93)
McKinley	6 (24.5)	4 (13.0)	3 (26)	2 (88)
Curry	7 (23.2)	7 (9.8)	4 (32)	5* (93)
Steffan Manor	8 (21.7)	9 (7.6)	10* (54)	13* (101)
Highland	9 (20.3)	11 (6.8)	15 (62)	15* (102)
Federal Terrace	10 (15.4)	12 (3.5)	10* (54)	10 (97)
Davidson	11 (13.3)	10 (7.1)	7* (38)	5* (93)
Beverly Hills	12 (11.3)	5 (10.8)	9 (45)	8* (94)
Mini	13 (7.7)	13 (2.4)	10* (54)	12 (100)
Mare Island	14 (4.7)	17 (0)	17 (67)	17 (108)
Cooper	15 (1.8)	15 (1.1)	14 (59)	15* (102)
Pennycook	16 (.5)	16 (1.0)	10* (54)	11 (99)
Cave	17 (0)	14 (1.4)	16 (63)	13* (101)

[a] percentage of Negroes in total pupil population

[b] percentage of families that qualify for AFDC

[c] median percentile compared with state norms

[d] median I.Q. on Lorge-Thorndike Tests

* two or more schools with same ranking

On the other hand, there are some indications that achievement in Vallejo schools might be more related to race than to income. This is possibly the case in the rankings of Olympic and Grant, where very low achievement is found with a very high percentage of Negro pupils but only a high to middle range percentage of welfare recipients; at Lincoln, where low to middle range achievement is found with a high to middle range percentage of Negro pupils but a very high percentage of welfare recipients; and at Beverly Hills, where there also is high percentage of welfare recipients but middle range achievement and a low to middle range percentage of Negro pupils.

Of course, there are some schools where achievement is above both ranking of Negro pupils and welfare recipients (Highland, especially, might fall into this category), and some schools where achievement is below the ethnic and welfare ranking (Davidson might fall into this category). Then, too, there is one school (McKinley) where achievement seems to be more related to income than to race. All of these interpretations, it must be stressed, are based only upon available information and also cannot take into account the effect of individual staff or programs.

Since scientific findings indicate that intelligence and ability are equally distributed among all racial groups, further study is needed in these areas in order to move on to the questions of why such patterns occur and what the district can do to improve the resulting picture. The Bureau of Intergroup Relations is not attempting to place blame or to point to a single cause--whether it be cultural deprivation, negative peer or parent attitudes, discrimination in the community, insensitivity on the part of some school staff, a curriculum failing to reach many students,

or any combination of these factors. Rather, we are attempting to point out that by the time Negro youngsters in Vallejo have completed elementary school, and certainly during the high school years, they appear to be under-represented in terms of achievement and over-represented in terms of school problems. The educational system seemingly has not overcome any disadvantages that may have been present, and in fact the gap between minority group and majority group may be greater. Obviously, there are reasons for the conditions, attitudes and behavior that result in such a picture, and the district must do whatever is possible to confront the illness rather than the symptom.

This seems to require a focus on the Negro population as a group with unique problems. (If any other minority group represented 22 percent of the Vallejo school population, there would be a need to focus on that group. In fact, a careful, "culture-conscious" look at the district's present 5 percent Spanish surname population well might be a forward-looking project.) It seems to require development of a program centered on those problems common to many Negro pupils in the district and in addition to the existing program of individual identification and instruction. If the existing program has not worked for significant numbers of Negro youngsters, perhaps there are problems of self-image, motivation, and learning that must be approached differently. The need for much more curriculum material, courses, and teacher training centered specifically on the problem of the Negro population is an immediate concern. As in many other districts, there appears to be an underlying assumption on the part of many Vallejo school people that the Negro pupil, especially the low income Negro pupil, needs to accommodate to

middle-class Caucasian society. However, there appears to be a failure to perceive a reciprocal need on the part of the school to help that same pupil and his Caucasian peers to gain a knowledge of, and a pride in, his own background and the contributions of all peoples to American history, and culture and democratic life. Perhaps this is at the root of many problems in school and with school.

The ESEA Title I program of compensatory education serves a target population of disadvantaged children in schools which have a heavy concentration of Negroes and other minorities. It might well provide a beginning approach to intergroup education. Improved communication and coordination within the Title I staff and between those who work with compensatory and regular curricula would facilitate the development of program components addressed to the motivational needs and interests of disadvantaged minority pupils, as well as the social understanding and development of all Vallejo children.

One such program component, the present Title I program of sensitivity education for staff, promises to improve the understanding of their task by teachers and administrators.

Another ESEA project that may make a significant contribution is the subject of a current Title III application. Called "S^3C^2 Program--Human Dignity Through American History," it proposes to change student attitudes through an innovative use of the humanities in the curriculum.

D. Intergroup relations survey. As an attempt to gain further insight into intergroup relations problems in the Vallejo schools and demonstrate one type of "color-conscious" evaluation that can be of benefit, the Bureau of Intergroup Relations team conducted a written opinion survey among the certificated staff at Hogan Senior High, Vallejo Senior High,

Vallejo Junior High, and Solano Junior High. (In all, 216 survey forms were returned.) The team also talked about the problems involved with a number of administrators, teachers, community people, and more than 150 students. Many interesting points of view, contradictions, and suggestions emerged.

Responses to the question of whether there is racial tension or conflict in the Vallejo schools is quite significant. On the one hand, 60 percent of those completing the written survey said that problems of racial tension or conflict in their schools were "not serious." (For all of these questions, responses from the four schools were quite similar, although staff at Hogan, with a very low percentage of Negro students, described fewer problems, and there were some variations apparently due to the personality of administrators and faculties.) According to 33 percent, problems were "serious," while only 7 percent said that they were "very serious." There were written comments such as: "What racial tension?" and "There is less (tension) than at any time in the last 11 years." One principal said directly, "We've had no interracial incidents over the years."

On the other hand, this picture was forcefully and almost always denied by other written responses, verbal statements by staff and students, and the pervasive sense of tension and even fear that is found in the written survey. Staff indicated that Negro students usually arrive at school or leave in groups, group themselves between classes, and cause proportionately more discipline problems. Although Negro students were reported to participate proportionately in clubs, activities, and class offices (this was denied by most Negro students), it is said that they complain of racial name-calling, are concentrated in certain classes, and complain that teachers are unfair or racially biased. One elementary

principal mentioned 177 interracial incidents in 47 days of school, while written comments by the secondary staff also present a significant picture: "The situation is tense with teachers maintaining tight supervision in the halls." "The tension shows openly only in a few incidents. More important it is a hidden, subtle feeling with lack of communication between home and school, misunderstanding, and hidden community prejudice." "There is little real understanding between groups." "'All's quiet on the western front,' but personally feel there could be an explosion at any time."

This situation, confirmed quite frequently in talks with Negro students, was indirectly but fully expressed by the teacher who wrote: "Some system needs to be devised so that teachers can readily identify students unknown to them. Maybe all students should be required to wear a badge with a picture on it...Can teachers be instructed in the use of judo or karate? Can we be provided with Mace? What can be done?" This extreme fear reflects only one person's feeling, of course, yet it is reiterated in less extreme terms by many school people.

In discussing the reasons for any racial tension or conflict, staff attributed difficulty primarily to the following: a minority of Negro students, the fact that Negro and Caucasian students do not talk frankly with one another about racial issues, a minority of Negroes not attending school, and problems in the community of Vallejo. Discipline was viewed as a critical area, despite the fact that 83 percent of staff felt that they "reach and strongly motivate" both Negro and Caucasian students, and written comments frequently expressed the view that Negroes were favored in the handling of discipline: "Disregard for the breaking of laws, with subsequent exploitation of this leniency by the lawbreaker,

has probably caused more difficulty than any other single item concerning school problems involving Negro students." "I feel that there is discrimination against the white student." "We need more than anything acceptance of a single standard of behavior for all students." Discipline problems were related to the home and peer environment of students, their racial or cultural background, and general permissiveness in our society. Strict enforcement of existing rules, working with parents, intensive counseling, and developing a curriculum of greater interest (generally a vocational program was mentioned) were the basic suggestions offered for coping with this situation.

In contrast to these views, most Negro students, and a significant number of staff, attributed problems to a climate of disinterest, insensitivity and even prejudice in the schools. Ability grouping that segregates, recognition only for academic achievers and athletes, discriminatory enforcement of rules against Negroes, and overt bias on the part of some teachers were mentioned. The issue of misunderstanding, insensitivity, or prejudice on the part of staff is critical. It was frequently described, and conflict on this point emerges in written responses by staff. (The views of the Caucasian students interviewed were generally similar to those of the teachers, with the same diversity of perceptions and feelings.)

Despite the fact that staff felt they reach and strongly motivate both Negro and Caucasian students, and even though 80 percent said they felt "no more comfortable" working with students of their own racial group, the tension previously described, the concern with discipline, and a number of other comments would appear to contradict this. Some staff said: "I do not know of any really prejudiced teachers."

"I do not believe we have any racially prejudiced teachers in this school." However, many reported a different picture: "The classroom teacher at our school, in many instances, is very prejudiced. This comes out in teachers' meetings and in general conversation...It is ignored because no one wants to hurt feelings." "Many of the staff are openly segregationists." And those to whom they undoubtedly were referring wrote: "Negroes resist discipline and authority, have very little respect for their elders." "Negro students must change their attitude from wanting something for nothing to desiring to achieve, excel, become a responsible member of society if they hope to improve their lot in life." "Drive, ambition, cooperation, willingness to study...are rare in Negro students." "The attention span of Negroes is too short." "I never notice color."

Responses to the written survey also indicated that staff, on the average, felt that only 21 percent of Negro students could complete a college preparatory program (and there were many who placed the figure much lower), while they felt this was true of 34 percent of all students. They felt that only 43 percent of Negro parents were concerned about their children's scholastic success (and again many place the figure much lower), while they felt this was true of 51 percent of all parents. Of utmost importance here are expectations and attitudes which are known to have great impact upon student performance in a society where increasing levels of education are required to keep pace not only with the increasingly technical demands of the employment market but the increasingly complex demands of life in general.

Several other problem areas emerged. There appeared to be a significant issue of administration - faculty conflict over race: "The strong bias of our principal toward Negroes causes dissatisfaction among other races." "The principal feels that talking about racial conflict encourages problems to develop...he exerts pressure on teachers to avoid such discussion...his position has aggravated the seriousness of our race problems." While almost all staff felt the generalized need for better communication among racial groups, 52 percent felt the need for no change or suggested less emphasis on classroom discussion of racial issues, while 48 percent wanted more emphasis: "I think the children are given entirely too much freedom to express their opinion, show their rudeness and hatred." "There is too much discussion already." "As serious as these problems are, they are rarely discussed among the faculty as a whole with the administration, much less among students." "Students are more level-headed about such discussion than their teachers...discussions must be carefully handled...there is often a too silent white backlash that needs to be heard."

What, in all of this, did the vast majority of staff seem to agree upon and suggest as ways to improve the situation?

+Despite statements to the contrary, serious problems and real tension exist in many areas and with many staff and students.

+There is a need for consistent enforcement of rules and standards whether one believes the present situation favors Negroes or Caucasians.

+There should be a more meaningful curriculum, some looking to vocational education, some looking to a different program not geared just to middle-class students.

+There should be smaller classes.

+There should be more communication between teachers and students and teachers and administrators.

With less agreement, but still suggested by significant numbers of staff, were better counseling, an examination of ability grouping, more effective discussion of racial issues, more Negro staff members, more student participation, more inclusion of minority groups in the curriculum, distribution of staff based on need rather than numbers, more careful placement of teachers and administrators, better plant facilities, more teachers and administrators with the skill and sensitivity to work with minority children, more racial balance in the schools, elimination of discrimination in the community of Vallejo.

What did the vast majority of Negro students seem to agree upon and suggest as ways to improve the situation?

+Serious problems and real tension exist.

+Students want the respect of teachers.

+There is a vital need for consistent enforcement of rules and standards.

+There should be a more meaningful curriculum.

+There should be changes in present policies and procedures to permit more Negroes to participate in activities.

+Ability grouping should be examined and there should be more balanced classes.

+There should be more interracial discussion and more integrated activities.

+There should be more Negro teachers and counselors.

+There should be organizations devoted to a study of Negro history and heritage.

In this very complex and emotional area, despite real differences of attitude, value, and viewpoint, certainly there appears to be the basis for a cooperative effort by all concerned to explore the problems involved and work together toward solutions.

E. Staff training and sensitivity. Perhaps the most critical issue discussed in the intergroup relations survey (and critical to the implementation of any plan for redistribution of pupils, much less the "color-conscious" approach which has been described here) are the attitudes and responses of school administrators, teachers, and staff. The majority of school personnel undoubtedly are competent and committed to the jobs for which they have been trained and in which many have a great deal of experience. The majority undoubtedly are positive in outlook, well-meaning in intent, and desirous of helping each individual pupil fulfill his potential regardless of race, cultural background, or economic circumstance. The majority are willing to respond positively to problems of change and ethnic differences.

However, it appears to be true in Vallejo, as it is in most school districts, that in terms of intergroup relations, especially, there exists much misunderstanding, considerable insensitivity, and a significant amount of prejudice. And where these elements exist, in any degree, serious problems are created for the district, the staff, and the pupils. Most school personnel are now meeting problems and situations for which their training and experience have not prepared them, as is true of most other citizens. Information relating to ethnic differences, class values as opposed to cultural values, the role and contribution of all peoples to American society, resources for intergroup relations curriculum materials and direct consultation on specific intergroup relations

problems have not been widely available. Descriptions of successful programs and innovative techniques in dealing with these areas of concern likewise generally have not been available. Discussion of intergroup relations issues among staff in most school districts has been minimal, and understanding and communication among school personnel--much less among teachers, pupils, and parents--often has been assumed rather than built into the regular school program.

While many intergroup relations problems have no simple, general, easy-to-find solutions, examination and discussion of the problems frequently has been avoided on the assumption that if overlooked the problems will take care of themselves. Then, too, with increasing concern over the problems of Negro pupils, the fundamental intergroup relations problems of Caucasian pupils--especially, but not only, low-income Caucasian pupils--often have been overlooked despite their central role in intergroup relations. A total program of school integration must include long-range planning for continuous, in-service intergroup relations training in several areas. (In response to the survey, and despite the in-service training which the district now provides, 44 percent of the staff responding thought that an intensified program would be "very desirable," 46 percent thought that it "might do some good," while 10 percent thought it "not desirable.")

Perhaps the major goal of any such training program should be an exploration on the part of all school personnel of their own attitudes, values, and feelings in regard to ethnic differences. Self-awareness and understanding is a critical factor in intergroup relations, and only such awareness and understanding can lead to the effective use of previous education and experience in new situations. The use of language in

communicating with persons of different background (do you speak of that pupil as colored, Negro, or black?), feelings toward various racial and national groups and comparisons among them ("If the Irish worked their way up, why can't the Negroes do it?"), attitudes toward what is perceived as different from acceptable middle-class behavior (parents who don't respond to notes sent home by the teacher or pupils who wear their hair long), views on civil rights activity ("Those people are just hurting their own cause!")--all have their effect in contacts with pupils and parents, often being interpreted differently than intended by the school person.

While basic intergroup relations information per se must be an integral part of any in-service program, such information can be disseminated through reading materials, lectures, films, etc. It is only through small face-to-face discussion groups, however, led by skilled and experienced training group ("T-group" or "sensitivity group") leaders, that interpretation of information and feelings about it can be expressed and put to positive use. (It is the way in which information is selected, perceived, and interpreted, of course, rather than the information itself, that affects behavior.) Such groups, long-term and continuing, should be the basis of in-service training. Participation of community persons in these groups also should be considered.

The Bureau of Intergroup Relations is aware of the <u>pilot sensitivity program</u> presently being conducted as an ESEA in-service education project. It is being suggested that such a project, long-term, continuing, and reaching out eventually <u>to all staff</u> in the district--with compensation to staff or conducted during a minimum day schedule for participants--be set as a goal and planning be started accordingly. Involvement of the community in any such program seems important.

This suggestion is based upon the assumption that feelings as to what constitute problems often are more important than any "objective" descriptions and that these feelings--on the part of staff or pupils--often represent the most real and difficult problems with which school personnel must deal.

F. District intergroup relations committee. The Bureau team suggests that any intergroup relations program in the district, certainly including in-service training, be preceded by the formation of a district intergroup relations committee, composed both of administration and faculty members, that would draw on the experience and suggestions of all staff. This probably should be done as soon as possible. The committee, in addition to planning and implementing the in-service program, could develop guidelines for the establishment of pupil human relations committees in each school which are representative of the entire pupil population--including high achievers and low achievers, school leaders and those exhibiting behavior problems. The committee also could initiate these pupil committees, maintain on-going communication and regular meetings with them, and work with the pupil committees in developing human relations programs for each school. It is important to emphasize the need for both teacher and pupil involvement from the inception of all programs described.

The committee could look into the problems and suggestions arising from the intergroup relations survey. In regard to discipline, for example, the committee could examine ways in which the goal which all in Vallejo seek might be achieved: schools with minimum racial tensions where pupils can pursue education in an atmosphere of mutual respect and friendship and with a sense of accomplishment. Consideration could be given to fully representative pupil participation in review of rules and

standards, specialized staff training leading to consistent enforcement, improved communication with pupils and parents in regard to discipline, "open door" policies making an administrator always available to pupils and parents, and controlled campus visitation by adults from the community.

As another example, the committee could look into differences in administration of elementary and secondary schools and its effect on intergroup relations, ability grouping and its effect on segregation, the relevance of the college preparatory program in the high schools, the extent to which minority groups are represented in the curriculum and curriculum materials, better use of the continuation high school, needs in the counseling program and the use of counselors in the community, the possible need to strengthen and expand remedial classes and services, the entire area of vocational education, the need for more extensive discussion of controversial issues, and the need for a comprehensive program of sex education.

Such a committee also could examine ways in which physical facilities and surroundings are in need of improvement and how this might be accomplished at minimum expense, the possibility of team teaching, non-graded classes, and flexible scheduling, ways to reach low-income pupils more effectively, the more extensive use of para-professional personnel and school-community workers--and many other such areas which lead to a better educational program for <u>all</u> pupils.

Some of the areas mentioned already are under study. In some areas programs already have been inaugurated, and in others funding beyond the present resources of the district are required. However, there appears to be a definite need for examination of these matters with a specific intergroup relations focus, better communication with the

non-school community as to what is happening, and involvement of all segments of the community once needs and programs have been defined.

President Johnson's National Advisory Commission on Civil Disorders very recently indicated that the nation is moving in the direction of two societies, separate and unequal. It is of critical importance that the public schools take whatever steps are necessary to begin moving in another direction, in Vallejo and in every community.

G. Teacher employment. The demand for qualified teachers is heavy in almost every school district in California, and Vallejo is no exception. Of equal importance, especially in a district such as Vallejo, is the problem of recruiting, upgrading, and promoting minority group teachers. Some administrators, as individuals, presently are most active in this area, taking positive and aggressive steps to find the teachers who will provide models for the minority pupil population of their schools and help the majority group to see a balanced picture of minority people. Others take a more passive role; in some cases administrators simply reported that no minority teachers ever had been referred to them by the district office. (This was denied by other school people, who said that the ethnic composition of a staff basically reflects the concerns of the administrator.)

More intensive work clearly needs to be done in this area, beginning with an examination of the district's recruiting efforts. General problems include staff awareness of need, the types of teacher education institutions contacted, and the apparent failure of some recruiting literature to mention that the district is an equal opportunity employer or contains a substantial minority population.

Tables 5 and 6 present the results of the latest racial and ethnic survey of certificated and other employees assigned to each of the schools.

TABLE 5

RACIAL AND ETHNIC DISTRIBUTION OF EMPLOYEES
CERTIFICATED AND NONCERTIFICATED
ASSIGNED TO VALLEJO ELEMENTARY SCHOOLS
November 1, 1967

SCHOOL	Spanish Surname		Other White		Negro		Chinese Japanese Korean		American Indian		Other Nonwhite		TOTAL	
	Cert.	Non-Cert.	Cert.	Non-Cert.	Cert.	Non-Cert.	Cert.	Non-Cert.	Cert.	Non-Cert.	Cert.	Non-Cert.	Cert.	Non-Cert.
Preschool	-	-	8	15	7	10	1	-	-	-	2	2	18	27
Beverly Hills	-	-	21	5	2	3	-	-	-	-	-	1	23	9
Cave	-	1	16	8	1	1	1	-	-	-	-	-	18	10
Cooper	-	-	21	8	-	2	-	-	-	-	1	-	22	10
Curry	-	1	16	11	2	5	1	-	-	-	1	-	20	17
Davidson	-	1	17	5	1	1	-	-	-	-	-	-	18	7
Farragut	-	-	11	10	2	1	-	-	-	-	-	1	13	12
Federal Terrace	1	-	30	18	8	4	-	-	-	-	-	-	39	22
Flosden	-	-	12	2	3	3	-	-	-	-	-	-	15	5
Grant	-	1	16	-	2	2	-	-	1	-	-	-	19	3
Highland	-	-	23	15	1	-	1	-	-	-	-	-	25	15
Lincoln	-	-	15	4	-	1	-	-	-	-	-	-	15	5
Loma Vista	-	1	22	12	5	3	-	-	-	-	1	-	28	16
Mare Island	-	-	17	4	-	1	-	-	-	-	-	-	17	5
McKinley	-	-	16	4	2	-	-	-	-	-	-	-	18	4
Mini	-	-	17	2	-	1	-	-	-	-	1	-	18	3
Pennycook	-	-	25	8	-	1	-	-	-	-	-	-	25	9
Sierra Vista	-	-	19	5	6	7	1	-	-	-	-	-	26	12
Steffan Manor	-	-	26	12	1	4	-	-	-	-	1	-	28	16
TOTAL	1	5	348	148	43	50	5	-	1	-	7	4	405	207

TABLE 6

RACIAL AND ETHNIC DISTRIBUTION OF EMPLOYEES
CERTIFICATED AND NONCERTIFICATED
ASSIGNED TO VALLEJO SECONDARY SCHOOLS
November 1, 1967

SCHOOL	Spanish Surname		Other White		Negro		Chinese Japanese Korean		American Indian		Other Nonwhite		Total	
	Cert.	Non-Cert.	Cert.	Non-Cert.	Cert.	Non-Cert.	Cert.	Non-Cert.	Cert.	Non-Cert.	Cert.	Non-Cert.	Cert.	Non-Cert.
Vallejo Adult	-	-	55	6	6	1	-	-	-	-	-	-	61	7
Continuation High	1	-	5	1	2	-	-	-	-	-	-	-	8	1
Franklin Jr. High	2	-	37	15	4	8	-	-	-	-	1	-	44	23
Solano Jr. High	6	-	42	13	6	5	1	-	-	-	1	-	56	18
Springstowne Jr. High	2	-	43	6	-	3	1	-	-	-	-	1	46	10
Vallejo Jr. High	2	-	38	13	1	3	1	-	-	-	-	-	42	16
Hogan Sr. High	1	-	60	19	-	4	1	-	-	-	-	1	62	24
Vallejo Sr. High	1	-	88	27	5	6	1	-	-	-	-	-	95	33
TOTAL	15	-	368	100	24	30	5	-	-	-	2	2	414	132

H. Co-curricular activities. While a focus on the problems of the Negro population has been stressed, there is another area in which the problems of low-income pupils generally must be explored--that of participation in service and social activities, on and off the campus. Despite the fact that most children appear at school well-dressed, clean, and most presentable, very often this is accomplished at great sacrifice by the family. Many community people have indicated the hardship involved in providing their children with the essentials for school attendance and participation and have reported their inability, combined with understandable feelings of frustration, to provide for the children's involvement in activities which other parents are able to take for granted. Very often well-meaning teachers apparently have assumed that because children are neat and nicely dressed their parents also are able to provide them with everything that a full program of social activities entails.

An examination of this situation, combined with a plan to deal with the natural reluctance of both children and parents to admit such hardship or accept charity, however well-intentioned, must be considered. (Fund-raising events, with all children participating and with the funds used to pay the expenses of all children, not just the poor, is but one example of what might be done in regard to this problem.) The expense of student body membership at the secondary level represents another particular area of concern.

Apart from the financial aspect of this situation, however, there is the psychological problem of inducing more participation in service and social activities by low-income pupils, minority group pupils, non-achievers, and others. Here there needs to be an examination by the entire school community of qualifications for participation in activities,

the development of more meaningful and constructive functions for service clubs to perform, publicity for genuine contributions by these groups, parent involvement as sponsors, chaperons and advisers, more effective use of school newspapers to communicate matters of interest, encouragement of teacher participation, the use of home visits by staff, the role of student government, the variety and "reach" of existing extra-curricular activities, and so on. Since much real learning occurs outside of the classroom, the extent of participation by all pupils in such activities represents a serious concern for education beyond the issues of intergroup relations.

I. School-community partnership. Finally, it appears to the Bureau team that the entire area of community involvement--in relation to implementation of any physical desegregation plan and the concerns enumerated above--calls for particular evaluation and restructuring. From the use of the Title I Community Advisory Committee, to the involvement of parents and students in campus human relations programs, to the use of community people in developing and commenting upon curriculum materials and in-service training, a closer and more extensive school-community partnership appears both desirable and necessary. If the compensatory education program or any program for improving the entire educational system in Vallejo, much less a plan for racial and ethnic redistribution of pupils, is to be effective, is to be viewed positively by those whom it affects and is to reduce home-school conflict, then the community must be involved meaningfully and consistently in it. This often may prove time-consuming and elicit much negative criticism, but it is difficult to see how it can work otherwise. The same is true of parent involvement in such

individual matters as Continuation School and Special Education placements, of community and faculty involvement in in-service training, and in many other areas.

Such involvement is not only necessary for community education and community relations (that is, presenting the schools' point of view to the community) but it is also necessary if the district is to enlist the resources of the community--public support as well as human talent--in the development, implementation, and evaluation of programs that cannot succeed in isolation from parents and other citizens.

It must be emphasized that the willingness of any school system to look at these problems and seriously involve those persons most affected, frankly and without defensiveness, indicates both its maturity and the extent to which the problems are likely to be solved.

IV. PROPOSED NEXT STEPS

A. Distribution of pupils. It is recommended:

1. That the Governing Board accept this report for study, and upon the recommendation of the Superintendent establish a broadly representative committee of Vallejo citizens to consider the issues, data and suggestions included herein. The committee should receive explicit instructions from the board, with a deadline for reporting back, and should be provided with adequate staff and consultative services. As a result of its deliberations the committee should present to the Board:

a. A set of guidelines for planning (see Appendix D for an example, as approved by the board of a neighboring district).

b. A short-range plan, to be implemented in fall, 1968, for changes in attendance area boundaries and attendance practices to reduce the concentration of Negro and other minority pupils in some schools.

c. A long-range plan for improving the racial and ethnic composition of pupils in all Vallejo schools, with information as to the feasibility of each step, the estimated costs, and a proposed schedule for implementation.

2. That the Governing Board:

a. Adopt a clear and forthright statement of policy on equal educational opportunity, committing the district to the goal of integration in all schools. (See Appendix B for an example.)

b. Approve the guidelines for planning and adopt the short-range and long-range plans developed by the citizens' committee, and direct their implementation by the staff.

3. That the Superintendent designate an administrator at the highest district level to coordinate implementation of the integration plan and of other proposals outlined in this report.

4. That the district conduct periodic racial and ethnic surveys of all schools, review the relevant data, and

take necessary steps to maintain an approximate racial and ethnic balance in schools throughout the district.

B. Intergroup relations. It is recommended:

1. That the Superintendent appoint a district intergroup relations committee, composed of administrators and faculty members, to develop the in-service education program recommended below, initiate student human relations committees, evaluate the curriculum and curriculum materials as they relate to Negro and other minority pupils and to the need of majority-group pupils to understand and respect the cultural background of their peers, and explore problems of de facto segregation related to ability grouping in the schools. The committee also should explore ways in which the ESEA Title I program might assist this effort. The Bureau of Intergroup Relations might provide consultant service to the committee.

2. That the district plan and implement a long-term continuing in-service program of sensitivity education for all teachers and other members of district staff, developed from the present ESEA-financed pilot program.

3. That the Superintendent develop a plan by which the Negro community, and possibly other minority people in Vallejo, might select a broadly representative advisory committee. During the period of implementation of the integration plan, this committee would hold regularly scheduled meetings with the Superintendent and staff to discuss matters

of community concern. Members of the committee also might assist the district intergroup relations committee and review the programs it develops.

4. That the Superintendent, assisted by his staff, review all areas in which parent involvement may be needed or be likely to benefit the parents and the school program, and take steps to develop parent involvement in those areas.
5. That provision be made for establishing faculty-student committees in the junior and senior high schools for the purpose of reviewing the extent of participation of students of all racial and ethnic groups in school activities. The committees should be encouraged to make recommendations for changes that might lead to more extensive participation. The student human relations committees mentioned above, augmented by faculty members, might be given this task.
6. That the Superintendent consider the possibility of employing a district intergroup relations specialist. Consultation on the scope and nature of this position is available from the Bureau of Intergroup Relations.

C. ESEA, Title I, funds. That the Superintendent, assisted by his staff, explore with the Bureau of Intergroup Relations and other units of the Office of Compensatory Education ways in which Elementary and Secondary Education Act, Title I, funds might be used to plan and implement proposals contained in this report.

D. Faculty recruitment. It is recommended that the Superintendent and Personnel Director, with the assistance of the Bureau of Intergroup Relations, teacher organizations and others, explore ways in which more minority-group teachers and administrators may be recruited for positons in Vallejo. Programs designed to lead minority-group students in the district to consider careers in education also might be explored.

V. APPENDIX

A. "School District Responsibility to Prevent De Facto Segregation," excerpt, letter to all California district and county superintendents of schools by Dr. Max Rafferty, State Superintendent of Public Instruction, April 20, 1967

B. "Position Statement on Racial/Ethnic Imbalance of Public Schools," Board of Education, Corona Unified School District, June 19, 1967

C. "School Attendance Areas," policy of the Governing Board, Vallejo Unified School District, revised May 3, 1966

D. "Guidelines for Long-Range Planning," Richmond Unified School District, January 3, 1968

E. "Suggested Methods for Reaching Students," Long Beach Polytechnic High School, February 5, 1968

F. "Suggestions for Teachers and Administrators," excerpt, Afro-Americans in the Far West: A Handbook for Educators, by Jack D. Forbes, Far West Laboratory for Educational Research and Development, Berkeley, 1967

SCHOOL DISTRICT RESPONSIBILITY TO PREVENT DE FACTO SEGREGATION

(Excerpt, letter dated April 20, 1967, to all California district and county superintendents of schools, from Dr. Max Rafferty, State Superintendent of Public Instruction)

...

State policies explicitly state that school districts have a legal obligation to take reasonable affirmative steps to prevent the segregation of students in schools by race, regardless of the cause of segregation, and to consider the ethnic composition of a school in determining its attendance boundaries.

These policies have been affirmed by the California Supreme Court, the Attorney General and the State Board of Education in Title 5, of the California Administrative Code.

The California Administrative Code, Title 5, states as follows:

"Section 2010. State Board Policy. It is the declared policy of the State Board of Education that persons or agencies responsible for the establishment of school attendance centers or the assignment of pupils thereto shall exert all effort to avoid and eliminate segregation of children on account of race or color.

"Section 2011. Establishment of School Attendance Areas and School Attendance Practices in School Districts. For the purpose of avoiding, insofar as practicable, the establishment of attendance areas and attendance practices which in practical effect discriminate upon an ethnic basis against pupils or their families or which in practical effect tend to establish or maintain segregation on an ethnic basis, the governing board of a school district in establishing attendance areas and attendance practices in the district shall include among the factors considered the following:

(a) The ethnic composition of the residents in the immediate area of the school.

(b) The ethnic composition of the residents in the territory peripheral to the immediate area of the school.

(c) The effect on the ethnic composition of the student body of the school based upon alternate plans for establishing the attendance area or attendance practice.

(d) The effect on the ethnic composition of the student body of adjacent schools based upon alternate plans for establishing an attendance area or an attendance practice.

(e) The effect on the ethnic composition of the student body of the school and of adjacent schools of the use of transportation presently necessary and provided either by a parent or the district."

These regulations were cited by the California Supreme Court in 1963 in Jackson v. Pasadena School District, when the court stated:

> "So long as large numbers of Negroes live in segregated areas, school authorities will be confronted with difficult problems in providing Negro children with the kind of education they are entitled to have. Residential segregation is in itself an evil which tends to frustrate the youth in the area and to cause antisocial attitudes and behavior. Where such segregation exists, it is not enough for a school board to refrain from affirmative discriminatory conduct. The harmful influence on the children will be reflected and intensified in the classroom if school attendance is determined on a geographic basis without corrective measures. The right to an equal opportunity for education and the harmful consequences of segregation require that school boards take steps, insofar as reasonably feasible, to alleviate racial imbalance in schools regardless of its cause."
> (Emphasis added.)

In the only other California court decision on this issue, the Sacramento Superior Court in 1963 relied on Jackson v. Pasadena in directing the Sacramento Unified School District to make a prompt evaluation of its school attendance practices and develop a desegregation plan conforming to State policies.

In an opinion in 1963, the Attorney General concluded that, "The governing board of a school district may consider race as a factor in adopting a school attendance plan, if the purpose of considering the racial factor is to effect desegregation in the schools, and the plan is reasonably related to the accomplishment of that purpose." (Emphasis added.)

Some persons have relied on court decisions in other states to conclude that ethnic composition in a school may not be considered in determining school attendance boundaries. These are predominantly cases in Southern states where race has been used to enforce school segregation, rather than to alleviate the harmful consequences of school segregation. In the absence of Federal court decisions to the contrary, school districts in California are bound by decisions of California courts and State Board of Education regulations which have been inferentially upheld by California courts.

Thus, in California, school administrators and school boards have not only the authority, but the legal duty to take reasonable affirmative action to alleviate de facto segregation in the schools.

This does not mean that school districts must adopt any particular plan or method of desegregation, as there are many approaches to correcting racial imbalance. What is reasonable depends on circumstances in each individual school district.

The State Department of Education's Bureau of Intergroup Relations staff is available to offer consultative services to any school district requesting assistance in development of a desegregation plan.

POSITION STATEMENT ON RACIAL/ETHNIC IMBALANCE OF PUBLIC SCHOOLS
by
BOARD OF EDUCATION
CORONA UNIFIED SCHOOL DISTRICT

The Board of Education believes in the equal dignity of all men. From this belief in equal dignity, the demand for equal opportunity for all men logically flows. The public school system in this nation was developed in part as an institution designed to make the ideal of equal opportunity a reality. Advancement toward the American ideal of equality of opportunity and equal dignity for all men requires that the provision of equal educational opportunity be the central obligation of the public schools.

The United States Supreme Court, in 1954, expressed the unanimous opinion that schools segregated on the basis of race or ethnic origin are inherently unequal. In California, by law and custom, we have historically operated on the principle of equality of educational opportunity for all children, without regard to race or color, and for this reason, it was easy for us to accept the underlying hypothesis of that decision and applaud its rendition.

Local boards of education responsible for the establishment of school attendance centers are directed by the California State Board of Education, by the Attorney General's Office, and by the State Department of Education to alleviate de facto segregation. California Administrative Code (Sections 2010-11) gives the state board policy to exert all effort to avoid and eliminate segregation of children on account of race or color.

The California Supreme Court (Jackson v. Pasadena School District, 1963) cited the right to an equal opportunity for education and the harmful consequences of segregation require that school boards take steps, insofar as reasonably feasible, to alleviate racial imbalance in schools regardless of cause.

The Board of Education of Corona Unified School District has for some time now been studying racial/ethnic imbalance of our schools. We find that, primarily because of patterns of residential segregation, some of our schools are becoming increasingly segregated on the basis of race and ethnic origin. The Board recognizes that the term "equal educational opportunity" implies the opportunity for each individual to become aware of and to understand and appreciate the many varieties of culture, to learn to relate positively to the diverse people in his society, to contribute and refine his own evolving cultural patterns, and to develop his own dignity and worth. Therefore, we realize that racial/ethnic segregation poses a challenge to equality of educational opportunity and that this challenge must be met with the full thrust of our legal authority and moral leadership.

We state unequivocally that nothing in the Board's policy, present or past, was deliberately inserted to bring about the segregation which

exists. We fully realize that there are many social and economic forces, over which we have no direct control, which tend to facilitate de facto racial/ethnic segregation.

The Board has made clear, both individually and collectively, its abhorrence of racial or ethnic segregation in any form. The Board of Education now reaffirms its determination to use whatever means are in keeping with sound educational policies to retard the growth of racial/ethnic segregation and to use all reasonable means to reduce racial/ethnic segregation in the schools of the district.

The Board does not expect to achieve these goals immediately or alone. The Board fully expects to direct considerable attention to this problem during the 1967-68 school year with the desire to determine an educational direction.

The understanding and support of all citizens of the city is essential to success. The cooperation of other institutions is needed both in support of the school program and in attack on any inequalities that may exist in other phases of community life.

June 19, 1967

POLICY ON SCHOOL ATTENDANCE AREAS
VALLEJO UNIFIED SCHOOL DISTRICT

Students shall attend school in the zone of their residence, except as provided by the committee on inter-zone attendance.

Establishment of Attendance Areas Related to Ethnic Composition

In view of the rapidly shifting and growing population of Vallejo, it shall be the policy of this Board to review frequently attendance zones for the schools of the district.

Whenever building capacities are inadequate or new school housing is provided, and as a result, attendance zone boundaries need to be realigned, it shall be the policy of the Board to avoid, insofar as practicable, the establishment of attendance areas, which in practical effect discriminate against or segregate pupils on an ethnic basis. At such times in establishing attendance zones, the Governing Board shall include among the factors considered, the following:

*a. The effect of existing transportation policies on the ethnic composition of the student body of the school and of adjacent schools.

b. The ethnic composition of the residents in the territory peripheral to the immediate area of the school.

c. The effect on the ethnic composition of the student body of the school based upon alternate plans for establishing the attendance area.

d. The effect on the ethnic composition of the student body of adjacent schools based upon alternate plans for establishing an attendance area.

e. The ethnic composition of the residents in the immediate area of the school.

*The Board does not intend to transport students from one school attendance zone in order to make room for students to be transported to the school of that attendance zone.

Legal References

Education Code Section 363
Administrative Code Section 2010 and 2011

Policy Adopted 7-20-59
Policy Revised 5-3-66

Appendix D

GUIDELINES FOR LONG-RANGE PLANNING

Adopted by Board of Education, Richmond Unified School District

January 3, 1968

1. The board of education of the Richmond Unified School District reaffirms its commitment to equality of educational opportunity for all students. Recognizing that desegregation and compensatory education are necessary to achieve equality of educational opportunity, plans for correcting racial and ethnic imbalance will continue and accelerate as new schools are built and decisions are made on grade reorganization.

2. Administrative staff will plan for integration in sequential steps in conjunction with teachers, community representatives and consultants from local, county and state agencies, viz., education, health, social services, police, employment, as required.

3. Schools in disadvantaged areas will receive special consideration regarding teacher placement, school supplies and curriculum design.

4. Parental involvement (from all communities) and general community support will be sought and utilized to strengthen the district's programs and encourage interpersonal and intergroup activities in integrated meetings. The district's intergroup relations specialist shall be instrumental in arranging for meetings in the neighborhoods and act as a communicating link between schools and the people they serve.

5. Courses dealing with American History, including Mexican American culture, and the contributions of all minorities will be developed further. School-community activities such as plays, concerts, international fairs, shall feature cultural diversity. Citizens from the community (Anglo, Mexican American, Negro) should be involved in the planning for such events.

6. Racial and ethnic data from each school will continue to be gathered by the district. Adjustments in the composition of school populations will be made as feasible to improve the racial balance of schools. Changes may be accomplished by redrawing boundaries, modifying grade assignments or effecting student transfers in conformity with the Richmond Unified School District's long-range plan for integration.

7. In conformity with Sections 2010 and 2011, Title 5, California Administrative Code, one of the primary criteria for all building plans and site selection shall be the immediate effect on existing racial and ethnic imbalance. This shall be considered in relation to the district's long-range integration plan.

8. Programs of in-service education and intergroup education for certificated and classified personnel, cooperatively planned, shall continue to be an integral part of the integration process. The district's intergroup relations specialist shall be instrumental in the planning and implementation of in-service programs.

9. Counseling, special education and special services will be reassessed in terms of their effectiveness in meeting the needs of all students.

10. The instructional program shall stress flexibility, and grouping practices shall be reassessed periodically to allow all students to progress educationally to the optimum of their ability.

11. Periodical evaluations of the guidelines shall be held.

Appendix E

LONG BEACH UNIFIED SCHOOL DISTRICT
Long Beach Polytechnic High School
Office of the Principal

February 5, 1968

SUGGESTED METHODS FOR REACHING STUDENTS
(Reported by Department Heads to the Faculty Council)

1. Have one or two individual grade conferences with students - encourage and motivate as well as discussing grade status.

2. Provide for "success projects" or middle ground assignments for those students who won't or can't do regular assignments.

3. Bolster the ego of students by finding something of merit - in or out of the classroom.

4. Provide for max-utilization of the reading lab and other small group instruction.

5. See that every student achieves some success.

6. Continually emphasize the importance of good attendance - follow up immediately on attendance or tardiness problems.

7. Allow the better students to help the slower students or non-readers.

8. Allow students more freedom in selecting projects.

9. Take more field trips.

10. Display the work of students.

11. Single out some students each day for individual attention.

12. Notify parents about the after-school tutoring program.

13. Remove some of the threat of grades by less emphasis on grading - especially in elective classes.

14. Know your students better. Check the cumulative record. Have students write an autobiography as they might do in a job application.

15. Try to relate information to the immediate needs of the students.

16. Build lessons around the students' plans for the future.

17. Use role-playing or playlettes.

18. Use current events more.

19. Check the grading system with others in the department.

20. Exchange demonstration lessons with other teachers.

21. Share good ideas at department meetings.

22. Use E, S, N for grading daily work of basic students.

23. Try writing a note to a student to reprimand him rather than doing it aloud in class.

24. Give bonus points for attendance - especially on test days.

25. Break down your content into modules of accomplishment for learning in smaller parcels and with more immediate goals.

26. Provide for some kind of individual recognition almost daily.

27. Work out class plans and goals <u>with</u> the class.

28. Evaluate learning in a variety of ways - not just by written tests.

29. Experiment with other teachers with team teaching.

30. In every way try to be more positive - rely less on threats.

31. Identify your low achievers early in the semester and zero in on them immediately. Advise them and their parents of the extra help available at school.

32. Motivate all students to participate in the student activities of the school - athletics, clubs, etc.

33. Utilize more student leadership in class. This helps students to assume more responsibility for good discipline - it doesn't all come from the teacher. Have class officers.

34. Emphasize that a "new deal" is available each semester - fresh start.

35. Always keep the students busy in class, varying the activity during each class period.

36. Plan assignments that enable a student to maintain at least a "C" average if he is doing his best.

37. Utilize better the A-V materials available - not just films but records, tapes, exhibits, pictures, charts, etc.

38. Improve the self image of low achievers.

39. Constantly re-examine teaching methods, grading practices, course objectives with an eye to reaching all students and enabling all students to achieve some measure of success.

<u>RECOMMENDATIONS FOR THE SCHOOL</u>

1. Attempt to better the attendance of students and reporting procedures. Provide a convenient way for teachers to report attendance problems to parents.

2. Reduce class size.

3. Provide more teacher aides.

4. Consider changes in our ability grouping system.

5. Make some modifications in our curriculum, such as, a greater variety of course offerings within existing course structures.

Appendix F

SUGGESTIONS FOR TEACHERS AND ADMINISTRATORS

(Excerpt from Afro-Americans in the Far West: A Handbook for Educators, by Jack D. Forbes, Far West Laboratory for Educational Research and Development, Berkeley, 1967)

VII. SUGGESTIONS FOR TEACHERS AND ADMINISTRATORS

A. A school serving Afro-American pupils should serve as a bridge between these students and the adult world which they will subsequently enter. This adult world will sometimes be Anglo in character, but more often it will be of a mixed Anglo-Negro culture. In any case, the school, if it is to be a bridge, must serve as a transitional experience and not as a sudden leap into a foreign set of values and practices.

Additionally, American Negroes live within the margins of a society which has treated them in an almost unbelievably repressive manner for three hundred years, and more terribly still, has attempted (consciously or otherwise) to instill in the Negro a sense of inferiority. The school must address itself to the task of bolstering the self-image of black pupils and adults in order to overcome the psychological effects of centuries of discrimination. This is a doubly difficult task in view of the continuing reality of life in the United States, but it must be undertaken as a central function of any school serving Afro-Americans.

For all of the above reasons such a school needs to develop a set of strategies, in close collaboration with the local black community, which will make the school truly belong to the people being served, rather than to the people who operate the school system.

The following are suggestions which hopefully will help to bring about such a change.

1. The school environment should have some element of Afro-American character, subject, of course, to the desires of the local black community. Such character can be created by means of murals depicting aspects of the Afro-American or African heritage, the erection of statues depicting outstanding leaders of African ancestry, displays of African and Afro-American arts and crafts, bulletin boards depicting black people and their accomplishments, and by the adoption of a name for the school which is relevant to our Afro-American past. The expense involved in the above will not necessarily be great, as adults in the local Afro-American community might well become involved in projects which would have the effect of making the school "their" school.

2. Teachers and administrators in such a school should be familiar with the dialect spoken by the pupils and should be encouraged to utilize this language wherever appropriate in order to enhance communication both with pupils and with parents.

3. Imaginative administrators and teachers may wish to further linguistic development by using the local dialect as an initial means for introducing language concepts and for developing bi-dialectical skills.

4. If the local dialect is sufficiently different from standard English, the latter will need to be taught with an "English as a second language" technique.

5. Where the local community is interested, non-European languages spoken in Africa (such as Arabic, Swahili, or Yoruba) might be offered along with, or in place of, European languages at the secondary level. The United States needs persons able to speak African native languages and likewise certain Afro-American groups are interested in having such idioms taught.

6. Supplementary materials utilized in the classroom, as well as library resources, should include numerous Negro-oriented items (magazines, newspapers, books, phonograph records, films, et cetera), in order to provide cross-cultural experiences for all pupils and to provide an atmosphere relevant to the black pupil's heritage.

   Afro-American periodicals used in the school should cover the full range of opinion, including, for example, Ebony magazine with its basically Negro middle class orientation, militantly separatist Liberator magazine, and Mr. Muhammad Speaks, an organ of the Nation of Islam. The issues raised by these various publications are often real issues which cannot be ignored by a school designed to be involved with the community and its concerns.

7. Every effort should be made to acquaint pupils and visiting parents with the rich literature now available pertaining to Africa and Afro-Americans. Many techniques are useful, including a permanent display case near the main entrance to the school, a paperback library operated by students or parents, a paperback bookstore, and an extensive use of supplementary soft-cover books as a part of regular classwork. Books by black authors should be given special prominence, as in a display case where photographs of the author can be placed next to the book being exhibited.

8. Curricula in the school should possess a Negro dimension wherever appropriate. In social science courses where the development of the western United States is being discussed, attention should be given to the black pioneers of the Southwest, to Negro governors, explorers and soldiers, and to more recent Afro-American

developments. Courses in Afro-American history should be offered in all schools attended by pupils of African ancestry and these courses should not limit their attention to United States English-speaking Negroes.

9. Courses in literature should include readings in African and Afro-American literature (in translation, if necessary) and works by and about Negroes.

10. Curricula in music and "music appreciation" should give attention to all classes of Afro-American music, including folk-"blues", jazz, Afro-Brazilian, Afro-Cuban, Calypso, and other forms. In many schools, instruction in Afro-American musical forms might well replace or supplement the standard band and orchestra classes, in order to take advantage of one of the important assets brought to school by many Negro pupils.

11. The dance would appear to be an area where many black young people can readily contribute to the enrichment of a school's program. While it would be a mistake to hold that all youth of Negro background are "good dancers", it is nonetheless true that black culture encourages the development of this skill. African and Afro-American dance styles should be included in any dance curriculum, along with other forms of the art.

12. Arts and crafts courses should acquaint all pupils with African and Afro-American art forms and should provide a close tie-in with the various "Black Arts" movements developing in ghetto communities.

13. Southern Negro cooking should be available as a part of the school's programs in home economics wherever sufficient interest exists.

14. Since one of the primary objectives of educators should be the linking of the school with the local adult community, it follows that Afro-American adults and youth should be involved in the life of the school as resource people, supplementary teachers, teacher's aides, and special occasion speakers.

    Additionally, local advisory committees should be asked to help develop policy either for a neighborhood school or for a Negro-oriented cultural enrichment program in a district-wide or regional school. No elements of African or Afro-American culture should be introduced into any school without the active participation of local black people in the development of the program.

15. Our Afro-American cultural heritage, whenever brought into the school, should be treated as an integral and valuable part of our common legacy, and not as a bit of "exotica" to be used solely for the benefit of black pupils.

16. In a school composed of students from diverse cultural backgrounds every effort should be made to bring a little of each culture into the school. A part of this effort might involve incorporating each major ethnic celebration into the school routine (focusing on Chinese-Americans at Chinese New Year, Mexican-Americans during Cinco de Mayo, Negroes during Negro History Week, et cetera).

17. School personnel should receive special training in Afro-American culture and history and should have some background in anthropology and/or sociology. It may well be that school personnel hired for employment in ghetto-area schools should have several weeks of intensive pre-service training in cross-cultural dynamics not unlike that received by Peace Corps and VISTA trainees. Such training should actively involve persons from the local community to be served.

18. A school serving a ghetto neighborhood should become closely identified with the aspirations of the local community and should function, in so far as is possible, within the framework of the local culture. This may call for much reorientation on the part of middle class school personnel, whether of African or non-African ancestry. It will also call for a revamping of the curricula so that course content deals with the real world perceived daily by ghetto children. For example, courses in United States Government should describe the manner in which political action actually takes place and not an idealized version of what might be the case in some non-existent utopia. Perhaps one appropriate manner in which to teach governmental concepts might involve training secondary-level students as community organizers or community service workers.

19. School personnel who believe that it is important to examine pupils periodically in order to provide data on "ability" for future counseling or "tracking" should wish to obtain accurate information by the use of tests which are relatively unbiased. It is difficult to ascertain the potential of dialect-speaking youth by means of standard English-language tests, nor can that of low-income students be predicted on the basis of tests oriented toward middle-class paraphenalia or concepts. On the other hand, biased tests will substantially predict the formal achievement level of culturally different or low-income pupils attending biased schools. Therefore, a change in tests will accomplish little unless accompanied by changes in the school, which serve to realize and enhance the potential revealed by the new test.

20. Maximum use should be made of techniques which are designed to enhance self-concept and involve the community in the life of the school, including the use of parent teaching aides, older pupils as tutors for younger pupils, and college students of minority background as para-professional counselors. See subsection D (below) for additional related suggestions.

B. The above suggestions are basically designed to change the atmosphere of the school so as to provide greater motivation for all concerned, as well as to impart useful knowledge. In addition, many curricular and methodological innovations are available which are expected to improve learning for all students and these new programs should certainly be made available to Afro-American youngsters. It is to be suspected, however, that a school which is basically indifferent or hostile toward the local black culture will not succeed in stimulating greater learning merely by the use of methodological innovations unaccompanied by a change in the general orientation of the school.

C. Attention should be given to African and Afro-American history and culture in all schools, regardless of ethnic composition. Anglo-American young people grow up in a "never-never" land of mythology as regards the Negro and it is crucial for our society's future that anti-Negro myths be exposed and eliminated. We must bear in mind that the "white problem in America", the tendency of Anglo-Americans for three centuries to exploit and denigrate non-whites, is probably still the major hurdle blocking the advancement of the black population. White young people, growing up in a mythic world of prejudice against Negroes and knowing nothing of black contributions, may well, as adults, frustrate many of the goals of educational programs directly involving Afro-Americans.

<u>The multi-cultural reality of American life and history should be a part of every school's curriculum</u>.

D. In many urban settings it may be that the creation of "Community Education Centers" in place of age-segregated secondary, continuation, and adult schools will contribute to the solution of a number of problems. Many urban centers lack sufficient facilities for "adult education", have essentially unsatisfactory "continuation schools" for their most difficult students, and experience serious discipline and motivation problems in the ordinary secondary schools.

For the above reasons, it is herein suggested that urban secondary schools be transformed into multi-purpose "educational centers" for the total community which they serve, after the pattern of the junior college. To eliminate the segregated "teenage" and "adult" schools, to add to the total educational resources of a community, and to improve school-community relations, the following specific changes in secondary schools are suggested:

1. Open up all classes in the regular day program to any student, regardless of age, who might benefit from the class.

2. Open up all evening "adult" classes to any student, regardless of age, and develop evening programs where none exist.

3. Combine the regular day and evening programs, along with new late afternoon and Saturday classes, into a continuous day program.

4. Provide a nursery and a pre-school so that mothers of small children may enroll for classes.

5. Provide a social lounge and center, perhaps in a partially used basement area, to be decorated by the students and kept open until 10:00 p.m.

6. Provide areas, if space is available, for sewing centers, et cetera, for adults as well as youth.

7. Utilize teenage students as much as possible in working with the nursery, pre-school, and other projects, so as to provide opportunities for the development of self-confidence and other desirable qualities.

8. Abolish all age-grading systems, so that each class consists of students capable of doing the work regardless of age.

9. Allow older teenagers to carry a partial load and still remain involved in the school's program.

10. Encourage work-experience programs.

11. Encourage the teachers, parents, adult and "regular" students to elect an advisory board to develop school policy, innovations, and enrichment experiences.

12. Alter the curriculum and orientation of the school so as to make it fully relevant to the language, culture, and desires of the community served.

13. Conduct a series of intensive community-teacher workshops to develop a full awareness of the contributions which both groups can make, and of the character and social dynamics of the local community.

Accompanying the opening up of classes to all and their extension into the evening hours and to weekends should also be the following:

1. The development of an adequate bookstore in each school, making available a significant proportion of current educational paper-bound books and periodicals;

2. Allowing instructors to offer at least one seminar-type course each semester, perhaps on a topic of their choice, but with the approval of their faculty colleagues and based upon community relevance.

3. Allowing instructors to establish their own class schedules, using the extended day period and Saturday if so desired, subject primarily to the approval of their faculty colleagues;

4. Encouraging faculty to keep abreast of new knowledge in their fields by providing scholarships which would enable teachers to take additional subject-matter course work or pursue research-literature review interests during the non-teaching months.

In summary, it seems a shame indeed that in many urban areas where non-scholastics are in obvious need of the opportunity for additional secondary-level schooling, that the only schools in their areas or neighborhoods capable of meeting these needs arbitrarily restrict themselves to certain kinds of potential students or segregate by age-groups and thereby diminish the educational opportunities of all concerned.

The physical facilities and most of the personnel needed for community education centers are already available. All that is needed now is a willingness to experiment and innovate.